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## Reports from State and Local Child Labor Committees

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### LOS ANGELES (CALIFORNIA) CHILD LABOR COMMITTEE.

In submitting the report for our local child labor committee, I beg your indulgence because of newness of work. Our time has been largely spent in building an environment wherein were the proper facilities for work. We have been like a workman without his tools. In the coming year this handicap will be removed, and we hope for better results.

In taking up this work a year ago, we realized our first step must be to secure a *resident* labor inspector. In pursuance of this idea we appeared before our state legislature, praying for such appointment. Being told that all inspectors provided were needed where already located—in San Francisco—we turned our attention to a bill providing for an extra appropriation from Sacramento, to make possible the appointment of an extra deputy inspector. The bill was finally duly passed by the state legislature. We had our candidate—a thoroughly trained and competent person—selected and labored assiduously for the appointment; but state politicians had “slated the job”, and we felt well repaid and our efforts successful when we secured the defeat of this appointment, although our own particular candidate did not receive the place. Our present inspector is doing good work, and we feel satisfaction in the final outcome.

The compulsory school attendance law is well enforced. We need more help, but under the present force all possible is being done by the School Board. Issuance of certificates is well cared for by the Board of Education. Inspections of child labor have not yet been made, owing to the labor inspector's office being established only seven months and other statistics needing care during this period. Within nine months all factories and stores, wholesale and retail, will be visited and statistics compiled.

Last year—January, 1909—Child Labor Day was observed in most of our large city churches. A fine, comprehensive article was published in the *Catholic Review*. Jewish synagogues also observed the day.

Telegrams were sent last spring to Senator Flint<sup>1</sup> and Representative McLaughlin, asking their earnest endeavor in forwarding the bill for the Federal Children's Bureau. You know the part Senator Flint took in the work subsequently.

Our “scholarships” for children from 12 to 14 years of age, who had

<sup>1</sup> Senator Flint is sponsor for this bill in the United States Senate.—Ed.

been working under permit of juvenile court—are doing excellent work by placing the child in school and paying the parent a sum (generally \$3) equivalent to the child's wage. This sum is paid weekly. "Dollar for dollar and hour for hour." This work is considered the most effective club women have ever done.

Unfortunately, official reports do not show clearly the difference between school enrollment and school attendance, and under the present law we are largely dependent upon parents, school authorities and juvenile courts for establishing the child's age. The Juvenile Court, Labor Inspector and Scholarship Committee actively co-operate with us.

We are not at present seeking new legislation, but rather attempting to aid in the enforcement of what we have. This committee has no financial system nor salaried officer. All work is thus far done gratuitously, as a department of the work of the Juvenile Improvement Association. The most interesting phases of our work have been (1) the effort to secure a local inspector; (2) systematic investigation following applications for scholarships.

MRS. OLIVER C. BRYANT,  
*Chairman.*

JANUARY 12, 1910.

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#### CHILD LABOR COMMITTEE OF SAN FRANCISCO, CALIFORNIA.

Our committee is the result of the combined work of various organizations in this part of the state who felt that some duplication would be had if they worked along independent lines, and therefore decided that the committee formed by representatives of the several organizations would be helpful.

Our labor and educational laws are not codified, but are in such shape that little difficulty is had in getting the intent of such laws. California is a large state, and the report of the Labor Commissioner leads me to believe that only in the large centers are the child labor law and the compulsory education law really enforced. The Labor Commissioner has made an excellent report, especially when one knows the limited force at hand to secure the information presented. The reports of the Boards of Education are reasonably complete, but such information as attendance, enrollment, etc., has to be dug out. The age of the applicant for an employment certificate is secured from school or baptismal record.

We have no paid officers; the dues are \$3.00 per annum, and the money is being used to secure special information regarding the child labor problem as we have it.

Within the week special pictures will be taken showing the street scenes between the hours of midnight and 6 A. M., that we may have material to present to the next legislature when asking for a change of the law that it may affect the distribution of newspapers.

J. C. ASTREDO,  
*Secretary.*

JANUARY 7, 1910.

## CITIZEN'S CHILD LABOR COMMITTEE OF THE DISTRICT OF COLUMBIA.

During the year 1909 the chief interest in the child labor problem in the District of Columbia has related to the efficient administration of existing legislation and the problem of securing a few minor amendments to cure imperfections which experience has shown to exist. Unfortunately, the National Congress has not yet provided the District of Columbia with appropriations either for the payment of inspectors to enforce the law or for clerical assistance for keeping records, issuing certificates and the like. The keen interest of the recently resigned Commissioner of the District of Columbia, H. B. F. Macfarland, in the child labor question, led him to temporarily solve the problem by detailing two policemen to act as inspectors in enforcing the law, but this step can be regarded only as a temporary one. The reports of these officials show that during the year, 1707 badges and permits have been issued to children to act as street venders or newspaper sellers, and 138 special permits have been issued to children to engage in theatrical performances. Approximately, 350 business houses, shops, stores, factories, etc., are employing about 500 children under sixteen years of age. As the school population of the District of Columbia is approximately 50,000, the relation of the number of working children to the school population is apparently a favorable one.

During the year, 78 prosecutions for violations of the child labor law were instituted in the juvenile court. These were principally cases against employers for permitting children to work without permits, or after seven o'clock at night, or longer than eight hours a day. The cases against minors were—53 against children for selling papers without the official badge, 3 for wearing badges issued to others, 3 for selling badges to others, 2 for selling on the streets after ten o'clock at night, one for altering the permit to raise the age, 2 for larceny of badges, and several cases for acts of misconduct while ostensibly selling on the streets. The law, unfortunately, provides that penalties for violations of the street-trading laws shall be not less than five dollars nor more than twenty dollars for each offense. As it would be an extreme hardship to impose penalties of five dollars in many cases, a bill has been introduced by the commissioners of the District to reduce the minimum amount to two dollars.

Much of the difficulty in connection with child labor in this city is due to street trading. According to the official report "much trouble has been experienced in consequence of boys loitering in and about saloons late in the evening with shoestrings for sale, or with bundles of papers, bought at greatly reduced rates from other boys who stop selling early in the evening, using such wares as a means of begging, claiming that they cannot return home until they have disposed of the articles offered for sale." The inspectors are endeavoring to remedy these conditions by inducing persons requesting street-trading permits to agree to cease work at eight o'clock P. M. One feature of the inspector's annual report which has caused some comment is the large number of children employed on the stage in various theatrical

performances; a number of these children are employed in the moving-picture shows and five-cent theaters which have recently become so common in this and other cities. Some of the children permitted to engage in these performances have been as young as five years of age, and it is becoming evident that measures will have to be taken to impose more careful restrictions on this class of employment.

HENRY J. HARRIS,  
*Secretary.*

JANUARY 11, 1910.

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#### ILLINOIS CHILD LABOR COMMITTEE.

The Child Labor Committee of Chicago has had but one meeting,—at the time of its organization. I am sorry to say it has no work to report.

The Consumers' League has continued the work it has been doing the past five years in connection with the county court, in helping to enforce the law. Names and addresses of children applying for certificates are sent to the secretary of the league, and as she recommends, the certificate is given or refused.

The child labor and compulsory education laws in Illinois are fairly well codified. Enforcement of these laws has been fairly good in the past, but from the factory office there appears to be a falling off in this direction at the present time. Reports are not frequent nor lucid, although our educational reports show the difference between enrollment and attendance, and factory inspectors' reports give number of children employed, number of inspections, and number of prosecutions. We have no means—aside from factory reports—of collecting information regarding court cases under child labor laws.

The press and all reformatory and educational bodies are utilized to educate the public on this subject..

We do not employ a salaried secretary and have no systematized financial backing. The most interesting part of our work is the giving of labor certificates to children who come through the court. Here we have evidence of the two grave defects in the law: the very low educational test and the failure to require the child to prove his age when he claims to be sixteen.

HARRIET M. VAN DER VAART,  
*Secretary.*

DECEMBER 11, 1909.

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#### INDIANA CHILD LABOR COMMITTEE.

Failure to secure legislation at the legislative session of 1909 that would have brought Indiana up to the level of the neighboring states proved the necessity of organization. At a meeting called at Indianapolis last June, a temporary organization was effected, and this organization was made permanent at the annual meeting held at Columbus, Ind., October 25th. It is planned to form local groups in the leading cities of the state and to keep the matter thoroughly before the people during the coming year. The

next legislature will be asked to pass a law embodying the principles of the child labor legislation of the most advanced states. The question of night work and an eight-hour day are at present the most vital ones in our campaign.

U. G. WEATHERLY,

JANUARY 12, 1910.

*Chairman.*

#### KANSAS CHILD LABOR COMMITTEE.

There are but two laws in Kansas regulating the employment of children, the child labor law and the compulsory education law. Labor, education and health authorities in the various cities adhere to the provisions of the law in relation to compulsory education, issuance of certificates and inspection of child labor. The Bureau of Labor makes frequent and lucid reports of its work. Educational reports show the difference between school enrollment and school attendance, and the factory inspection reports give a record of employment certificates. These reports show the number of children employed, number and cause of accidents, number of inspections, prosecutions and their results.

Our committee collects information regarding cases under the child labor law from the Commissioner of Labor, and seeks, through diligence and interviews, to keep the public educated. In this work the labor organizations and federation of women's clubs co-operate. We are not at present seeking new legislation, have no salaried official; our work is maintained by voluntary contributions, and the most interesting phases of the committee's work at present are general efforts to secure the enforcement of proper legislation.

F. W. BLACKMAR,

JANUARY 12, 1910.

*Chairman.*

#### KENTUCKY CHILD LABOR ASSOCIATION.

The most noteworthy occurrence of the past twelve months in our field was the application of the educational test to children seeking employment certificates. This application began September 1, 1909. Upon referring to a report made by this association one year ago, I find it stated that, among other objections urged against the bill which became the "Child Labor Act of 1908", it was insisted that the requirements of that act were so severe that not only would children who had not attended school regularly be thrown out of employment in greater numbers than the schools could accommodate, but that the educational test was too exacting even for children who had regularly attended school up to their fourteenth year. How accurate these forecasts were is shown by the statement that the public school enrollment in Louisville is about 800 less this year than last, and that the educational test imposed by the act can be complied with by a child who has finished the fourth grade in the Louisville public schools, a stage reached by the average pupil at the age of 10½ years.

REPORT OF SUPERINTENDENT OF SCHOOLS.

As illustrating the extent of the influence of the educational test, we make use of the following figures, furnished by the Superintendent of Public Schools of Louisville:

TOTAL NUMBER OF CERTIFICATES ISSUED.

Number of certificates issued to September 1, 1909.....	2,476
Number of certificates issued September 1 to December 10, 1909.....	310
Total number issued to December 10, 1909.....	2,786

RENEWAL OF "NO-SCHOOL-RECORD" CERTIFICATES.

Of the 2,476 children to whom certificates were issued prior to September 1, 1909, 930 have passed the age of 16. There remain below that age, therefore .....	1,546
Of these, there have secured "school-record" certificates.....	595
Therefore, there now hold certificates without "school-record," <i>i. e.</i> , invalidated certificates .....	951
	— 1,546

VALID ("SCHOOL-RECORD") CERTIFICATES OUTSTANDING.

Renewed (by addition of school record).....	595
Original "school-record" certificates .....	310
Total of valid certificates (to December 10, 1909).....	905

The superintendent reports he has no reliable information as to the number of children who have abandoned work to return to school because unable to comply with the educational test. He has instructed the principals of schools to report, but to date has received reports of only *four* such cases. He believes, however, that such cases are much more numerous. By as many as such cases fall below 951, by so many is denoted the number of children in Louisville still between 14 and 16 who were formerly working under certificates which have now become invalid, and who have not returned to school nor obtained "school-record" certificates. How many of them are in employments which require a certificate, and are, therefore, unlawfully employed it is not possible to say. Using the same school census and allowing for a slightly smaller school enrollment (as reported), we now have in Louisville about 1400 children between 14 and 16 who are not at school and have no valid certificates, as against 562 reported by us a year ago. For this difference the educational test is responsible. It is not likely that employments which require no certificates will account for more than three hundred of these children.

It is not entirely certain what are the employments which require no certificates. According to official interpretation of the law, they would seem to be employments in a "business office, telegraph office, restaurant,

hotel, apartment house, (and) in the distribution or transmission of merchandise or messages." It seems reasonably certain that the lawmakers did not intend to make a discrimination between these employments and those in a "factory, workshop, mine or mercantile establishment", in point of the scholarship of the employee. They did not intend to say that work in a factory, workshop, mine or mercantile establishment required a higher education than work in a business office, a telegraph office or any of the other employments above mentioned. The educational requirement was intended for the benefit of the child, not for that of the employer. This, then, must be confessed to be a defect in the statute, which should be remedied, both in the interest of the children and of a thorough enforcement of the other provisions of the law. It would, obviously, be an advantage to know how many of these children are in lawful employments without certificates, since it would be a simple matter, by a subtraction from the number of such children not in school to learn how many were unlawfully in employments which do require certificates. But this information cannot be had, except by the most laborious investigations, since the requirement that the employer shall post a list of such children in his employ seems not to apply to the class of employments in which certificates are not required.

#### PROSECUTIONS.

During the past year 20 prosecutions for violations of the law in Louisville were conducted by the State Labor Inspector. Nearly all of these were for the offense of employing children without certificates. In seventeen cases fines aggregating \$375 were imposed. Three cases were dismissed. The fines averaged \$22, ranging from \$50 (two cases) to \$5 (two cases). Eight fines (aggregating \$175) were suspended during good behavior; one was reduced by the Circuit Court, on appeal, from \$25 to 1 cent.

#### INSPECTION.

The Labor Inspector complains of the practice of suspending fines, as greatly crippling the efficient enforcement of the law. He also complains that the truant officers do not report to him violations which come under their notice, but confine their efforts to getting the truant into school, from which durance vile he speedily escapes to resume the delights of labor. The inspector thinks nothing would be so efficacious in stopping this as a few prosecutions of employers; and in this we must agree with him. The inspector also represents that the corps of inspectors is too small. It is perfectly obvious that two men cannot begin to conduct a thorough, periodical investigation of the whole State of Kentucky. Louisville alone is as much as one man can handle, perhaps more. The General Assembly ought to provide not less than two additional inspectors; four additional would not be too many.

#### "SCHOLARSHIPS."

"Scholarships" are now familiar adjuncts to the work of a child labor association. A "scholarship" is a contrivance by which certain children are



enabled to go to school who would otherwise find it difficult or impossible to go. It usually takes the form of pecuniary help, measured by the probable earning of the child if at work. Some of these "scholarship children" are under fourteen, and, of course, are compelled to go to school. The "scholarship" enables them to get shoes and clothes and helps to eke out the slender income of the family. These are really "relief cases", to be handled by the charity organization, and we are now receiving much assistance from that source. Some of the "scholarship children" are those over fourteen who cannot get an employment certificate for want of education. The scholarship enables them to continue at school when they might otherwise leave to enter some employment not requiring a certificate. Still another class are those who, while able to obtain certificates, are particularly ambitious and capable in their studies, and who, by means of the scholarship, are enabled to get a more thorough training than would otherwise be possible.

A statement of the transactions of the "Scholarship Committee" for Louisville from September, 1908, to December, 1909, makes the following showing:

Total disbursements .....	\$1,176.20
Total receipts .....	1,151.72
Deficit .....	<u>\$24.48</u>
Number of scholarships granted .....	21
Largest amount paid to one child .....	\$194.70
Longest duration of a scholarship .....	65 weeks
Largest single weekly allowance.....	\$3.00
Largest aggregate weekly payment.....	22.00
Largest number of scholarships in effect at the same time.....	10

In addition to this, the Scholarship Committee holds itself in readiness to secure desirable employments for any of its children who graduate from the scholarship. Sometimes the necessity for the scholarship is removed by securing advantageous employment for some older member of the family.

#### AMENDMENTS.

An amendment of the compulsory school attendance law has been proposed to the legislature now in session, which will give to the superintendents of schools power to require attendance at school of children who are unable to obtain employment certificates because of insufficient education. At present the age of compulsory school attendance in Kentucky is from seven to fourteen. This amendment will raise the upper limit to sixteen, but will exempt all children who have obtained certificates.

It is probable an amendment will be offered to require certificates for all employments instead of for employments in "a factory, workshop, mine or mercantile establishment" only, as at present.

Clearer and more effective provision will probably be proposed for obtaining monthly reports from school superintendents.

JANUARY 13, 1910.

LAFON ALLEN,  
*President.*

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#### LOUISIANA CHILD LABOR COMMITTEE.

Our child labor laws are not codified, and hardly need it. There are only two or three acts upon the subject, and all issues but one are clear, and this point is now before the Supreme Court, and will be argued tomorrow and decided within the next thirty days. I may mention that this is whether the child labor law of our state permits children to act on the stage. The factory inspector of our city has taken the position that it does not. Her views have been sustained by the lower court, and the issue is now before the Supreme Court.<sup>1</sup> At the instance of the district attorney I will argue the question myself, and will advise you of result as soon as it is reached.

The only city in the state in which the child labor law is of any importance is the city of New Orleans. The educational and health authorities have nothing to do with the matter, and the labor branch of it is very effectively attended to by Miss Jean M. Gordon, who is the factory inspector for this city. Miss Gordon makes all reports her position calls for to the city council.

We employ no salaried secretary, but the work is maintained fairly well through private contributions and some assistance from the city council.

The only interesting issue right now is whether children shall be permitted to act. The Louisiana State Committee has as yet not taken any position on the subject, the view of the committee being that the interpretation of the present law is now before the Supreme Court, and the law is being enforced as it is written, and that the committee as a committee is not concerned at present with anything but the enforcement of the law. Should the court maintain the law or defeat it, the committee will then take up for consideration its action at the next session of the legislature.

If I am permitted to express any view, it is this: that it is of the utmost importance, first, that we have as many statistics upon the subject as possible, showing what other states and countries are doing; second, that child labor legislation be made more uniform, particularly in groups of states engaged in the same industrial enterprises, so that, for instance, the cotton mills of Louisiana, where the law is strictly enforced, will not be made to suffer from competition with other states, which either have no laws or which do not enforce them. Legislation for the protection of the child should be maintained whether other states do so or not, but the general public does not exactly cherish that idea, and so far as we can we should promote the uniformity of legislation above referred to, and so earnestly urged at the Southern conference on the subject held in this city last March.

JANUARY 6, 1910.

SOLOMON WOLFF,  
*President.*

<sup>1</sup>Sustained by Supreme Court, February 17th.—Ed.

## MAINE CHILD LABOR COMMITTEE.

While child labor conditions are not ideal in Maine, the past six years record great progress.

During the 1908-9 session of the legislature, the Maine Child Labor Committee, by uniting their efforts with the Maine Federation of Women's Clubs and Maine Federation of Labor, secured a fifty-eight-hour law, an education test, a strong truancy law, and an amendment to the age-certificate provision by adding penalties with power of enforcement.

We were unable to defeat the clause regarding canning food products. We shall have another try at that.

Our education test was somewhat injured by being taken from the office of State Superintendent of Schools and left in the hands of the attorney-general, with no appropriation for the work; but, through the efforts of the Federated Clubs, the school superintendents and school boards throughout the state are being requested to get the blanks at the expense of the towns and cause all children applying for certificates to submit to the test. This request is being complied with generally.

It is too soon to know the results, since the law went into effect only in September. We have learned that several evening schools have been established for children over fifteen years of age, and in one city, where an evening school has been in successful operation many years, another has been established to teach the Greeks to speak English. It is open to all minors of foreign nationality.

Street traders and night work as yet have caused us no trouble, there being no demand for such labor.

Our efforts are now being given to the enforcement of the laws we have attained. The child labor laws are published in the report of the Department of Factory Inspectors.

ELLA JORDAN MASON,  
*Secretary.*

JANUARY, 1910.

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MARYLAND CHILD LABOR COMMITTEE.

The Maryland Child Labor Committee, during the past year, has instituted an investigation into the conditions surrounding the employment of children in factories and canneries in and around Baltimore. It is intended to use the information obtained to arouse public opinion to the importance of having proper child labor laws enacted and enforced. A paid investigator has been gathering data since the latter part of the summer of 1909. An effort will be made to secure the enactment of a 14-year-age limit law by the legislature of Maryland, which convened January 2, 1910.

Under the existing law the age limit is 12 years, and a child between 12 and 16 years desiring to work must pass an examination and secure a permit, which is issued by the Bureau of Statistics and Information. The present law, in the opinion of the committee, is not properly enforced. The energies of the committee are being directed toward securing its better enforce-

ment. The Maryland Committee also feels that much better results could be obtained if the duty of making the examination and issuing work permits to children were placed under the supervision of the school authorities, and will also strive to have the present laws changed in this respect. The committee is receiving valuable assistance from Mr. A. J. McKelway, the National Secretary for the Southern States, now located at Washington, D. C., in its efforts to secure favorable legislation at the present session of the legislature.

JANUARY 17, 1910.

JOSEPH C. JUDGE,  
*Secretary.*

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### MASSACHUSETTS STATE CHILD LABOR COMMITTEE.

The work of the Executive Committee this year has been in organization, investigation, legislation and law enforcement. In regard to the mechanics of organization, the committee has an office adjoining that of the National Child Labor Committee in Boston. This office is open all day; the secretary has an office hour—one hour each day—and gives one-third of his time to the work; has one assistant and stenographer. The Executive Committee holds its meetings monthly at the office and exercises constant supervision over the work. Four hundred and sixty-one associate members have been enrolled, and there are twenty correspondents appointed by affiliated organizations to keep in touch with our committee. Preliminary work has been done in establishing connections with women's clubs, social reform clubs and trade unions throughout the state.

At the beginning of the year the Executive Committee adopted the plan of work shown on the chart. In some details, such as establishing relationship with men of public spirit and editors, and getting one or two dependable members in each factory town, the plan has not yet been put into operation, otherwise a large part of the work outlined in the first three columns has been completed.

#### *Present Conditions*

The principal work of the committee this year has been in investigation of the sufficiency and enforcement of our child labor laws. Massachusetts does not hold that high place in child labor legislation generally accorded it by its citizens. Twelve states have a shorter day's work than Massachusetts—five states have the eight-hour day; eighteen states restrict night work more than Massachusetts does; thirteen states require more schooling than Massachusetts—eight states require at least eight years and thirteen states require at least six years of schooling; and eleven states prohibit labor of children, until the sixteenth birthday, in specific occupations injurious to health.

One of the greatest defects in our law is the 10½-hour day which may be required of children from 14 to 16. The only statistical information of great value in the whole field bears upon this question. The number of children between 14 and 16 employed in factories, workshops and mercantile

PLAN.		
ORGANIZATION.	COLLECTION OF DATA.	STUDY OF DATA
Establish Relationship with	GET THE FACTS.	BY THE WHOLE COMMITTEE
(1) Associate Members. Suggest ways in which active assistance can be offered.	(1) Through the Organization. (a) Get reports on the condition of law enforcement. (b) Public opinion. (Test the accuracy of these reports.)	(1) The facts as to law enforcement. (2) The system of inspection. (3) Laws of other states and model laws.
(2) Affiliated organizations (throughout the state). (a) Trade Unions. (b) Committees interested in Child Labor. (c) Women's Clubs. (d) Social Reform Clubs.	(2) Through the State. (a) Official reports. (b) Inspection of case, reported to police. (3) Through newspapers. (Clipping bureau.) (4) Through personal observation in large cities.	(2) Organization of public opinion. (a) Public meetings. (3) Secure (a) Better legislation 1910. (b) Better law enforcement.
(3) Affiliated Individuals. (a) Clergy. (b) Men of public spirit. (c) Editors.		
Get one or two dependable members in each factory town.	Card catalogue all information.	Monthly meetings for discussion (in addition to the business meeting). Delay action until investigation and study are completed.

establishments is reported by the state police to be 15,420. The number of children of this age employed in all occupations is estimated to be between 20,000 and 35,000. No argument is needed to show that the law which allows these children to be worked 10½ hours a day is a bad law. The results of this investigation go to show that Massachusetts has not sufficient law.

Much time has been spent in the study of statistics, the actual conditions of factories, theaters and other places where violations are likely to occur, and the system of inspection. Statistics on this question reveal little. It is possible to estimate the number of children between fourteen and sixteen at work, but the important question in regard to law enforcement is the number of children under fourteen. The only sources of information which bear upon this question are the censuses. One of these is now nine years old; the other four. The figures given in these censuses are not only out of date, but do not correspond with each other or with the facts we have found. The United States census of 1900 gives the number of children under fourteen employed as textile workers in Massachusetts as 44; messengers, errand and office boys, 137; in agricultural pursuits, 1588. The state census of 1905 reports 264 children under fourteen years of age employed.

In our study of actual conditions we have been able to make only very rough estimates of the amount of child labor. Forty-eight factories have been inspected in various parts of the state, and from our reports in regard to these it would appear that there is little employment of children under fourteen in factories, but considerable and very taxing employment of children between fourteen and sixteen. There appears to be much violation among messengers, newsboys, errand boys and in farm labor, especially in the delivery of milk, but the committee has not yet thoroughly investigated these trades. In the theaters a large amount of violation has been found. The provisions of the law requiring schedules to be posted in mercantile establishments are largely violated. There is undoubtedly laxity in regard to age and schooling certificates. In one instance the police informed me that a child whom I saw, evidently not over eight years old, had a certificate proving her age to be eighteen. The committee needs a larger investigating force in order to push forward the study of actual conditions.

A study of the inspection system reveals a great weakness in the enforcement of child labor laws. Taking into consideration the number of men and the state appropriation, the state police is not wholly to be condemned. It is inadequate to deal with the problem. Its inspection extends only to factories, workshops and mercantile establishments, and it is not sufficiently equipped to inspect all these places even as frequently as once a year. Inspection also should extend to theaters, tenement shops (the health inspectors are not required to report on child labor) and outdoor employments. Truant officers are permitted, but not required to inspect factories, workshops and mercantile establishments. The district police is the only department now concerned with child labor; its chief field is criminal work, and the reports of the district police contain nothing in regard to child labor except the number of children between fourteen and sixteen found employed in 1908, and the statement that two of the women

inspectors are detailed, in connection with other duties, for enforcement of laws relating to employment of women and children in factories, workshops and mercantile establishments. I have found these inspectors willing to investigate any case reported, although in many instances they have been slow.

Our investigation of facts, then, shows the need of better laws, more adequate statistical investigations of the number of children at work, and a more adequate inspection system.

### *Children on the Stage*

The committee has taken a defensive stand in regard to legislation, and has paid some attention to law enforcement. The only proposed legislation which seemed seriously to affect our position this year was the bill introduced by the theater managers to allow children to appear on the stage. This bill probably would have passed except for efforts of the committee. At a crowded hearing the committee presented arguments which induced the legislative committee to refer the bill to the next General Court. Complete justification of our opposition to this bill is found in the results of this year's campaign of enforcement of the present law. Theaters throughout Massachusetts have been watched, and in twenty cases children under fourteen have been stopped from appearing on the stage. There were probably fully as many more children not detected, the only clue in the case of performances outside Boston being newspapers. There is much sympathy for the employers of stage children, and newspapers have a tendency to favor the theaters, but the evil is one of considerable importance.

It may be unfortunate that the only work of the committee in the direction of law enforcement has been in the case of theaters, for this is a very small part of the field which a committee enforcing child labor laws ought to cover. For this reason it might appear that over-emphasis has been put on theaters. The explanation is that the program of the committee has been one of preparation and investigation, and not one of law enforcement. It was necessary, however, to take up the matter of the theater-law enforcement as a result of the committee's stand in defeating the theater bill. One of the strongest arguments at that hearing in favor of changing the law was that the present law cannot be enforced, and our committee asked for a year to prove it could be enforced. We have conclusive proof that it can be enforced.

An exception in our law, allowing children to be employed in theaters, would be unwise not only as a step in undermining the law with exceptions, but also on its own merits. To a person who sees a performance once and sees a child appearing for fifteen or twenty minutes, it seems like play rather than work; but the physical contortions of the child in dancing and acrobatic performances repeated in exactly the same way every night for a season, the mental bias the child gets from the artificial and over-stimulating life and the moral weakening from the modern play are fully as harmful as the work of messenger boys or mercantile employment and possibly some kinds of factory work. Any one who will stand at the stage door of

a theater at 11.30 or 12 o'clock at night and watch the pathetic face of a small child as he comes from this form of night work will no longer consider it play. There are, of course, several instances of great actors and actresses who made a beginning as children on the stage. This is one of the most common arguments for allowing children to appear. One of the great men of to-day, Booker T. Washington, rose from slavery. That is not a very strong argument for the existence of slavery. In many cases children who appear on the stage are well cared for and probably not greatly injured; the conditions of negro slavery also were beneficial to a few. There are undoubtedly instances where other employments are beneficial to children, but we must legislate for the mass, and not for the individual.

### *Present Needs*

A campaign for legislation to cover the points of weakness, more accurate statistical investigations, a larger detective force in the employ of the committee—possibly a truant officer with power to enter factories and demand certificates of age and schooling—and a more comprehensive state inspection system seem the things our work needs most.

There is another entirely different kind of work we need to do in educating and organizing public opinion. I believe our work ought to be combined with the campaign for industrial education. Child labor reform and industrial education are, in my opinion, so closely interwoven that a public campaign for both separately is not one-half as effective as a campaign for both together. When we tell parents what they ought not to do with their children (*i. e.*, send them to a factory) we should tell them what they ought to do (*i. e.*, send them to an industrial school); and in the same breath that we say to the public that industrial education is a good thing, we must be able to explain why child labor is a pernicious thing. The industrial education advocates need our help as much as we need theirs. They need to be able to say, "There is a law against sending children to work; it is enforced and it ought to be enforced," just as much as we need to say, "Here is the substitute for child labor—industrial education."

RICHARD K. CONANT,  
*Secretary.*

JANUARY 1, 1910.

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### MICHIGAN CHILD LABOR COMMITTEE.

The legislature of Michigan, in 1909, passed a new child labor law. The obsolete notary public system of issuing working papers is now replaced by a system modeled very closely after the "standard child labor law". A nine-hour day for children (and women also) and the prohibition of night work, were obtained in a number of industries. Unfortunately, night work was not prohibited in stores or in the telegraph and telephone messenger service. This committee used its influence in securing the passage of this law.

We hope to be able to secure next year the prohibition of night work



in the above-mentioned occupations. The secretary believes the law is fairly well enforced; but because the committee has very little financial support, it is impossible to make a careful investigation.

FRANK T. CARLTON,  
*Secretary.*

JANUARY 1, 1910.

# INTER-CHURCH CHILD LABOR COMMITTEE, GRAND RAPIDS, MICHIGAN.

Regular meetings have been held, with interesting discussions on playgrounds, probation work, the work of factory inspectors, of the National Child Labor Committee, and various other subjects pertaining to the welfare of children.

Our legislature does not meet this year, but our child labor and compulsory education laws are pretty clearly codified.

We do not have a salaried secretary. We are keeping five children in school with our industrial scholarship fund. The business men are interested in this work. One man recently sent us a check for fifty dollars.

MRS. H. GAYLORD HOLT,  
*Chairman.*

JANUARY 1, 1910.

# MINNESOTA CHILD LABOR COMMITTEE.

Our child labor and compulsory education laws, together with all laws relating to children, have been collected, classified and arranged in convenient form by the State Bureau of Labor, but they have not been clearly codified. It would be most desirable to have a careful compilation. Mrs. Starkweather, one of the members of our committee, is now agitating the subject, and proposes to offer a prize for the best compilation.

Labor, education and health authorities in various cities try to adhere strictly to provisions of our law in relation to compulsory attendance, issuance of certificates and inspection, but there are too many exceptions in the child labor law. The compulsory education law as amended is stringent, and the pressure brought to bear upon the officials is tremendous. The last legislature granted factory inspectors the power of truant officers in districts where they are *requested to act by school boards*. They have been requested to act in 26 separate districts with most gratifying results.

These officials make frequent and lucid reports. The commissioner of labor receives monthly reports from the official who issues certificates; also from the school superintendents and the factory inspectors acting as truant officers. Our educational reports show clearly the difference between school enrollment and school attendance, and the factory inspector's reports show number of children employed, number and cause of accidents, number of inspections, number and results of prosecutions. The State Bureau of Labor secures from the court transcripts of all cases brought into court. Co-operating

with us, the State Bureau of Labor is taking the lead in an active campaign against child labor. It secured the passage of the law giving factory inspectors the power of truancy officers. In that capacity they have investigated 922 cases reported by the school superintendents, with the result that 603 were returned to school, 109 granted employment certificates, 74 excused for short time, 44 have moved, 37 were found attending other schools, 33 excused on doctors' certificates, 17 were over the age limit, 3 graduated from eighth grade and the others committed to state institutions. The last legislature created in the Bureau of Labor a department for women and children. The head of that department (a woman), with the commissioner of labor, has followed up every case reported and has sent more than 6,000 notices to various districts throughout the state.

We are seeking new legislation by an amendment of the child labor laws to require school census in all districts, such as now is required in rural districts only. We do not employ a salaried secretary, but depend on volunteer work. Our work is financially maintained by annual membership dues of \$1 for individuals, \$2 for organizations.

The Minnesota Child Labor Committee has not entered actively into the campaign against child labor. Its chief function thus far has been almost entirely advisory. Its meetings have been chiefly conferences with officials charged to enforce the law.

The State Superintendent of Public Instruction, the State Commissioner of Labor and other officials are members of our committee, and are carrying on an active campaign in their respective departments. Five members of the department of labor are also members of our committee. Other agencies co-operating are the Woman's Club of Minneapolis, which took the initiative in the organization of our committee, and whose president is our vice-president; the State Federation of Women's Clubs, whose president is a member of our executive committee; the Associated Charities of both St. Paul and Minneapolis; social settlements; labor unions—eight having appointed delegates to our committee; the ministry, represented by a Protestant minister, Catholic priest and Jewish rabbi on the executive committee; the juvenile court, by one of its judges, and the State University, by the professor of social economics.

We are planning more active work for the coming year. When we are able to meet conditions which govern the necessity of the poverty clause in the child labor law we hope child labor in Minnesota will have become a thing of the past.

MILDRED M. BARNARD,

JANUARY 10, 1910.

*Secretary.*

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### CHILDREN'S PROTECTIVE ALLIANCE OF MISSOURI.

The usual decennial revision of the Missouri statutes is now in preparation. It should present a reasonably clear codification of the child labor and compulsory attendance laws. The need of improvement cannot be judged until after the volume of revised statutes appears.

The compulsory attendance law is very unequally enforced in different parts of the state. This is bound to be the case where enforcement is left in the hands of local authorities. In the three large cities, there is reason to believe the enforcement is fairly rigid. Elsewhere, as a rule, it is quite otherwise. Our committee is trying to secure, through the co-operation of the State Teachers' Association, accurate statistics in regard to enforcement of the attendance laws, and an agitation of the subject among teachers and school officials which will focus public attention upon the matter in the districts where the law is now disregarded.

We have the active co-operation of the women's clubs, Social Legislation Committee, labor unions and State Teachers' Association.

The state legislature does not meet before 1911. A number of new statutes will then be sought. The work of the Alliance is supported by voluntary contributions and membership dues.

A. O. LOVEJOY,  
*Chairman.*

JANUARY 1, 1910.

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#### NEBRASKA CHILD LABOR COMMITTEE.

Our child labor and compulsory education laws are companion pieces, straight, strict and easily understood. In operation they are proving competent to the work they were planned to do. Both laws are considered almost ideal from the standpoint of experience, and where we find violations occasionally they are very largely of the letter. The spirit of the laws, their first and inherent purpose, is encouragingly observed.

The compulsory education enforcement is the particular duty of superintendents of schools, and in the large cities there are attendance officers. My observation enables me to say that the compulsory education law is well enforced by these paid officers. The child labor law depends largely on the superintendents and their attendance officers for enforcement. With the exception that two earnest, energetic women—Mrs. Draper Smith, in Omaha, and Miss Mattie Allen, in Lincoln—are now devoting a good deal of time to examine into violations of the child labor law, I will go so far as to say that its enforcement depends, practically, on the city superintendents and their assistants who aim to prevent truancy. Their system is effective, happily, and is winning. Attendance officers, for the superintendents, make reports to the State Labor Commissioner. The Board of Voluntary Inspectors does likewise, if this assistance is needed. The school reports in this state are very good.

Our factory inspection law is a bluff of the most impudent character. The legislature provided for factory inspection by passing a law, then abandoning it. The Labor Commissioner has one assistant, a stenographer, and has a score or more of laws to enforce. When I held the office we made an endeavor to arouse the shame of the state by making public announcement of the fact that most of these laws were absolutely neglected as to enforcement, but without avail. Thus Nebraska steals the credit for having excellent laws relating to economic subjects among examiners who

take our laws at their face value. Really, but two or three have any value at all in this particular field.

As to court cases concerning the child labor law, there are no statistics, aside from the dockets of the juvenile judges.

The women's clubs are hearty backers of the laws on truancy and child labor, and some other organizations are now evincing a disposition to study the matter and to help.

We shall not seek any new legislation unless we can get some real friend in the legislature to make a fight to strengthen the State Labor Bureau.

We have had several public meetings and conferences during the year, and in general the subject is pretty thoroughly worked up in Nebraska. The general public we do not get to our meetings, which are apparently regarded much in the nature of church gatherings—belonging to a certain few. But ground once gained is held, with a very fair measure of success.

We do not employ a salaried secretary. The law was enacted on the demand of the women's clubs and the trades unions. They are its operators, practically, under the general foremanship of the school superintendents. Our dues are \$1 a year from each member, and we have about forty members paying at that rate.

All phases of the work are interesting *to interested persons*; but to the inquiring mind the most interesting is to watch efforts to ignore or violate the law. Some parents want to make money out of their children, and the employers' end is an endeavor to save money by cheap labor. In some cases the children's work seems necessary to keep the family self-sustaining in the present fierce race for a living. In the case of very few, if any, employers is there anything but *greed* to excuse their hiring of children.

On the whole, there is little to complain of in Nebraska. The law is violated in letter and spirit in isolated instances; but for such a straight-laced, inelastic statute as we have, it is quite generally honored, and it is kept before employers and careless parents by the elements mentioned. There are few who can say they know nothing about it.

JOHN J. RYDER,  
*Secretary.*

JANUARY 9, 1910.

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#### NEW JERSEY CHILD LABOR COMMITTEE.

The contest in New Jersey has been to prevent night work for children under sixteen years of age, but the glass manufacturers are so strong in Southern New Jersey that for three years the bill has been introduced and has been regularly passed by one House and defeated by the other. There seems to be an understanding. The situation in New Jersey does not seem much more hopeful this year. We have no protection for children in any other industry except in factories, and we hope to ask for a good mercantile law, and to pass a law this year that will protect children in other industries. New Jersey wants the sympathy not only of the Middle States, but the whole United States.

MRS. G. W. B. CUSHING,  
*Chairman.*

JANUARY 10, 1910.

## NEW YORK CHILD LABOR COMMITTEE.

The committee has continued its work of former years under the following heads:

- (1) Legislation.
- (2) Investigation.
- (3) Study of law enforcement.
- (4) Scholarships.
- (5) Statistical and research work.

## LEGISLATION.

Six measures relating to child labor were introduced in the New York Legislature during 1909. The following were enacted into law:

- (1) State Department of Education amendment to compulsory education law.

Changing the minimum compulsory attendance age from 8 to 7 for cities with a population of 5000 and upwards; extending the compulsory attendance period to cover entire time school attended is in session, instead of from October 1st to June 1st, and strengthening the provisions regarding prosecution of parents and employers for keeping children unlawfully from school.

- (2) Amendment to labor law.

Department of Labor bill to make more effective the work of prosecuting employers.

- (3) Child Labor Committee bill amending labor law.

Adding by name 27 kinds of machinery, or dangerous occupations, employment in or in connection with which is forbidden for children under sixteen.

The measures which failed of passage were:

- (1) Department of Labor amendment to labor law.

Extending definition of term factory so as to include employment of children in cannery sheds.

- (2) Department of Labor bill amending labor law.

To extend provision of mercantile law, particularly with respect to girls and women over sixteen, to make law correspond more nearly with similar provisions of factory law.

- (3) Department of Labor bill amending labor law.

To prevent an employer in a damage suit putting in the claim of contributory negligence in connection with a child injured when in his employ if such employment was contrary to the law.

## INVESTIGATION.

The work of the committee's two special agents located in the offices where employment certificates are issued (described at length in report to Chicago conference, see page 190, report of fifth annual conference of the National Committee), has been continued with increasing success. By this means an insight, otherwise difficult to obtain, has been secured regarding the actual educational and physical preparation of the children who go to work in New York City.

## LAW ENFORCEMENT.

Hon. John Williams, Commissioner of Labor, has continued to maintain his record of former years in giving vigorous and successful enforcement of the labor law. From his report just issued it appears that *illegal* factory child labor has been reduced for the entire state to 822 cases. The striking advance thus shown can only be appreciated by a glance at the following figures:

## ILLEGAL FACTORY CHILD LABOR.

Children illegally employed in factories, 1906.....	3,600
Children illegally employed in factories, 1907.....	2,500
Children illegally employed in factories, 1908.....	1,633
Children illegally employed in factories, 1909.....	822

The Department of Labor has had for one year the inspection of department stores and other mercantile establishments for New York City, Buffalo and Rochester. The need of putting this work under the Department of Labor was urged for years by our committee, and finally brought to a successful culmination at the 1907 legislature. The results more than justify the committee's contention that local health officers could not be expected to enforce properly this law, and that it was logical to charge the Labor Department with this duty. This department found in the cities mentioned in approximately 7200 establishments 6000 children under sixteen employed, of whom 3171, or 51 per cent., were at work illegally.

The enforcement of the compulsory education law by the school authorities, particularly in New York City, has shown some improvement, although violations frequently come to the attention of the committee. A new Permanent School Census Board has been established, and it is the hope of the committee that this may be a powerful factor in bringing about a better enforcement of this law.

The newsboy law, the enforcement of which rests jointly upon the educational authorities and the police, has been spasmodically enforced during the past year. The police do nothing in the matter, and only three school attendance officers are assigned in New York City to give entire time to this law. In Greater New York during the school year ending June 30, 1909, approximately 5100 badges were issued, 2500 violations observed, but only 239 arrests were made. Lack of co-operation on the part of the courts is assigned for the failure to make more arrests.

The work of issuing employment certificates, especially in New York City, is being carried on with increasing efficiency. In up-state cities much remains to be done to bring about a more general compliance with the law.

## SCHOLARSHIPS.

The plan of granting scholarships to children unable to work legally has been continued by the committee in 48 instances where it was found the earnings were needed to prevent actual hardship to the family. The fact that more than three times this number, upon investigation, were found not

to need financial assistance shows, to a large extent, the error of the commonly accepted belief that poverty should justify an exception in the law's enforcement. This scholarship work is carried on entirely by private subscriptions, the largest giver being an active member of the Child Labor Committee.

STATISTICAL AND RESEARCH WORK.

Considerable time has been given to statistical studies regarding the work of issuing employment certificates, school attendance law enforcement in this city compared with London, and preparation of a bulletin giving directions for securing foreign-birth certificates.

THIS YEAR'S WORK.

Special attention will be given by the committee during the coming year to law enforcement and conditions prevailing in the larger cities in this state outside of Greater New York. To do this work the committee expects to place in the field a traveling secretary. The introduction of a number of measures to strengthen weak points in the present law or to extend the law to phases of child labor not yet covered is contemplated by the committee during the next few weeks.

GEORGE A. HALL,  
*Secretary.*

JANUARY 10, 1910.

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NORTH CAROLINA CHILD LABOR COMMITTEE.

I have to report for North Carolina that:

We have a child labor law of only a few paragraphs. Our compulsory education law is only a permissive act. I believe not a single district has as yet availed itself of the provisions of this law. We have no labor inspector. We have no way to enforce the present law, which is a very poor one in many ways.

Our law punishes (on paper only) false statements as to age of children seeking employment. But we have no machinery to enforce this section, no registration and no inspection.

Our educational reports, local and state, show the difference between school enrollment and attendance, but no permanent records of individual children are kept.

Our committee does very little. We greatly need a more effective organization with which to carry on an aggressive campaign.

We have no salaried officer and no system of financing our work. Each member of the committee "finances" himself, and devotes very little time to the work.

We urge the active co-operation of the National Child Labor Committee in face of the general lack of interest on this important subject.

CHARLES L. COON,  
*Secretary.*

DECEMBER 10, 1909.

## OHIO CHILD LABOR COMMITTEE.

The Ohio Child Labor Committee, as reorganized, is glad to report, through the medium of its Executive Board, that it has been instrumental in securing the passage of an ordinance in Cincinnati, regulating the work of children in the street trades of the city. Boys under ten and girls under sixteen, by the terms of the ordinance, are prohibited from selling anything at any time, in the streets or public places; boys between ten and fourteen must be licensed by the manager of the Newsboys' Protective Association, under the direction of the Juvenile Court, and such boys must not sell before 6 A. M. nor after 8 P. M.; police, truant and probation officers have power to enforce the provisions of this ordinance, and any child who violates it is deemed delinquent and liable to pay a fine of not less than \$1 nor more than \$5 for each offense.

The results of the investigation recently made by the National Committee into conditions in the night-messenger service in Columbus, Cleveland and Cincinnati are now being considered by the members of the Executive Board, and a special meeting will soon be held for the purpose of deciding upon appropriate action.

Certain employers have proposed an amendment of the present child labor law of Ohio whereby the eight-hour day for boys under sixteen and girls under eighteen would be changed to a nine-hour day for all children under sixteen. The Ohio Child Labor Committee is opposed to this amendment, and is preparing to fight such a bill, if presented.

The child labor and compulsory education laws of Ohio are not clearly codified, and a careful compilation should be made and submitted to the proper authorities, with a view to having the legislature codify them.

The education authorities in Ohio cities adhere satisfactorily to provisions of law in relation to compulsory attendance and issuance of employment certificates. In the Department of Inspection of Workshops and Factories, however, there has been almost an entire change of personnel, and on this account it is impossible at present to state accurately whether the new labor inspectors are properly performing their duties with respect to the requirements of the child labor law.

The reports of the School Commissioner and Superintendents are published annually, and are quite detailed and useful. The same, however, cannot be said of the past reports of the Department of Inspection of Workshops and Factories with respect to the employment of child labor, ages, hours, kind of work, accidents, etc., not being stated in such a way that the information can be of use.

Educational reports show clearly the difference between school enrollment and school attendance. The only means we have of collecting information regarding court cases under the child labor law is to apply to the Department of Inspection of Workshops and Factories. The press of the large cities, as a rule, is not inclined to publish statements relative to the child labor campaign, which would be helpful, but there are, nevertheless, several newspapers in the state which have taken a strong position in the matter of



child labor restriction and stand unequivocally for the principles on which this movement rests.

DECEMBER 24, 1909.

ALLBERT H. FREIBERG,  
*Chairman, Executive Board.*

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### WARREN (OHIO) CHILD LABOR LEAGUE.

In order to give the superintendent time to work out his new plan, and having entire confidence in the sympathy and co-operation both of himself and the truant officer, the Executive Committee has not this year appointed an investigating committee of its own. It obtains its knowledge of the progress of the work from the superintendent himself, who is also a member of the Executive Committee. The following statement from the City Superintendent of Instruction fully explains the method employed.

*Miss Phebe Sutliff, Chairman, Child Labor Committee, Warren, Ohio:*

DEAR MADAM: I hereby submit to your committee the following report of the means now used in this office of locating resident children between the ages of eight and fourteen years not attending any of the public schools of the city, and also children between the ages of fourteen and sixteen years who have not been granted a schooling certificate and who are not in attendance at any of the public schools.

At the time the school enumeration was taken, in May, 1909, the enumerators were required to report to this office the names, ages, name of parent or guardian and residence of all children living in the city district, classified by streets. The report thus submitted shows every residence on a street arranged in the order of house numbers at which children of school age reside. Care was used in compiling this report, and we believe that it was quite accurate with respect to the data required when filed with us at the completion of the work. The enumerators were paid by the School Board for this additional service.

At the opening of the public schools in September, the teachers were required to file in this office the following registration card, properly filled out, one for each child enrolled in the public schools:

Name .....Age.....  
Street.....No.....  
Parent's or guardian's name.....

#### SCHOOL REGISTRATION.

Building.....Grade.....  
Date of Admission.....  
Teacher's name .....

After all the cards had thus been filed they were classified according to streets and arranged in the same order as found in the enumerator's report

with respect to residences. This work was also done with considerable care, to the end that we might have all necessary data with respect to the residence of every child enrolled in the public schools.

By comparing the cards, showing the residence of all children enrolled in the public schools and living on a particular street, with the enumerator's report of that street, having the same order of residence numbers on the cards as in the enumerator's report, it is quite easy to find the names and residence of children between the ages of eight and sixteen on the enumerator's report not accounted for in the public school enrollment and as shown by the card.

This system of reports seems the best we have at any time employed for locating resident children not meeting the requirement of the compulsory education law. Our experience thus far leads us to feel that with improvement in a few minor details, these reports will give the most ready, accurate and satisfactory results with respect to matters herein contained that we have at any time obtained.

Respectfully submitted,

C. E. CAREY,

*Superintendent of Public Instruction.*

For the support of our local work, the league is now experimenting with a dual membership. All persons contributing two dollars are members of the league by virtue of their associate membership in the National Committee. All persons contributing less than two dollars are members of the local league only, and their fees are used to support the local work. The national membership dues are collected before the local dues, which seem thus far not to have interfered with the national dues.

The Child Labor Committee has recently appointed a committee of three from its own membership to confer with the various charitable organizations of the city upon the subject of federating such organizations. The result of this step is as yet uncertain.

On the 29th of March, 1909, Mr. E. N. Clopper addressed the Warren League at an open meeting on the "Conditions of Child Labor in the Ohio Valley States."

PHEBE T. SUTLIFF,

JANUARY, 1910.

*Chairman of Executive Committee.*

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#### PENNSYLVANIA CHILD LABOR ASSOCIATION.

A full account of this association's successful legislative campaign was published in the "Survey" under date of May 29, 1909.

Our efforts since the passage of the two new bills have been to co-operate with those on whom enforcement devolves—chiefly school officials—our campaign against the reappointment of Chief Factory Inspector Delaney for another four-year term having been unsuccessful last May. We have had the

continual co-operation of the State Superintendent of Public Instruction, Dr. Nathan C. Schaeffer, and of the superintendents of schools in the larger cities. At our suggestion, Dr. Schaeffer asked the Attorney General for an opinion on the question whether children employed on the old, more or less worthless affidavits would be required, under the new law, to obtain new certificates. Fortunately for the children, and almost without precedent in child labor legislation, the Attorney General ruled that all affidavits became void when the new law took effect, January 1, 1910, and that the children working on these must secure the new certificates or leave their places of employment. The results are just beginning to show. In some places 10, 20 and 30 per cent. of the children already at work on old affidavits are being refused the new certificates and sent back to school.

At our association's suggestion, also, the state superintendent required a stub record of all certificates issued, on which he further required the issuer to indicate what proof of age he accepted in each case. Because of the existence of this stub record, as secretary of our association, I have been able to check up the care or carelessness of superintendents in issuing certificates, more than half my time being spent in traveling from one city to another for this purpose.

During November last nearly all the superintendents of schools in the larger cities were urged, by personal visits to make demand on employers in their cities for lists of all children employed. This was a month or more before the new law took effect, and right to make the demand was based on a requirement in the compulsory education law—a requirement which almost everywhere had been a dead letter for eight years. Most of the men visited were glad to act upon the suggestion, and the lists so secured will soon prove their value. By comparing the children there named, all of whom ought to apply for the new certificates, with the children recorded on certificate stubs as having received certificates, it is possible for each superintendent to know what children are still illegally at work and to cause their discharge, taking action under the compulsory education law. We are thus, to a large extent, independent of any lax enforcement of which the factory inspectors may be guilty.

We have two unfortunate facts to record. The chief mine inspector has interpreted the new law, on a technicality, as lowering from 16 to 14 the age at which children may work underground in the anthracite region. Similarly the chief factory inspector has interpreted the exception in our night-work prohibition clause—the exception which, it was assumed, allowed night work only in the glass industry—to be broad enough to cover the messenger service and so allow all-night work in that demoralizing occupation.

The school officials, who are now the sole issuers of employment certificates, are, as a rule, justifying the confidence of those who placed this authority in their hands. A few cases of laxity have been discovered, but the action of the chief inspector of mines and the chief factory inspector, in response, undoubtedly, to the widespread interest aroused by last winter's campaign, will tend to keep such violations down to the minimum. The

chief factory inspector is now prosecuting one school superintendent on the charge of signing employment certificates in blank and distributing these to the foremen of factories, to be filled out for the children they employ, and the chief inspector of mines has announced that his inspectors must examine all children found at work as to their ability to read and write in the English language, using as a test of this the child's ability to read the child labor law. He has further instructed the inspectors that if any child fails in this test, the certificate must be taken up, the child discharged, and prosecution instituted against the school official who issued the certificate. To read the child labor law intelligently is a fairly severe test, and the announcement in newspapers that this is to be the test applied by the mine inspectors has had a wonderfully stimulating effect upon the school officials who make the original examination before issuing certificates.

As no legislature meets during the present winter, no steps to improve the law can be taken until the year 1911.

FRED S. HALL,

JANUARY 13, 1910.

*Secretary.*

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#### JOINT COMMITTEE ON CHILD LABOR IN RHODE ISLAND.

Efforts to secure improvement in the factory inspection laws of Rhode Island were, for the year 1909 as for the year 1908, carried on by the so-called "joint committee", composed of delegates representing some of the leading educational and philanthropic organizations of the state, as well as the Federation of Women's Clubs and the local Council of Women.

A bill asking for four amendments to the present laws was introduced into the senate early in the season. These amendments were: (1) To limit the day's work for children under 16 years of age to 7 P. M. instead of 8 P. M.; (2) that the privilege held by mercantile establishments to keep children under 16 late on Saturday nights and for the four days preceding Christmas should be withdrawn; (3) that ability to read and write simple sentences in English should be required before children under 16 years of age can be employed (at present no educational test is required, and Rhode Island bears the record for illiteracy of all states north of Mason and Dixon's line); (4) that the factory inspectors, finding children seemingly under 16 years of age at work without an age and employment certificate, may require evidence within ten days as to the age of such child similar to that required for securing a working certificate, failure to produce and file such evidence by the employer being *prima facie* evidence in any prosecution brought for violation of the laws.

Over a year's time was suggested before the educational test should be in force to allow children at work under present laws to keep their places.

It required all the influence and publicity the joint committee could secure to prevent the bill from being pigeonholed. Three interesting hearings were held in the State House before the Committee on Special Legislation. The bill was twice brought out from the committee room, but without recommendation, and twice its friends secured its return in order to prevent

an unfavorable vote. On the last day of the assembly, shorn of all but its educational test, it was again brought up for consideration and failed by a small majority.

The fact that the Labor Party had secured the passage of a 56-hour week for all women and children in factories early in the season was one reason most generally assigned for the failure. Such a concession from the manufacturers was deemed all that could be forced upon them in one year.

A committee was authorized by the state legislature a few years ago to recodify the laws. In so far as can be learned from the state librarian, their work consisted in codifying each division of the laws separately, not in a comparative or harmonizing codification. The educational laws at present are not in harmony with the child labor laws. Compulsory education is from 7 to 15 years; exceptions are permitted if the child is physically or mentally incompetent, or is 12 years of age and employment is necessary for the support of the family, or is destitute of clothing.

The truant officers in the cities of the state claim they act under the provisions of the factory law, which imposes the giving of working certificates upon certain definite evidence that the age of 14 has been reached. In the mill towns there has been less circumspection, judging from published reports of local school superintendents. Reports are made annually by the factory inspectors, but in general terms, as to the number of places visited, the character of employment, the number of employees (classified as male and female with children under 16 separately listed); and as all sanitary provisions and dangerous machinery are left to the personal judgment of the inspector, he puts under the captions "excellent", "very good", "good", "fair" and "poor", his impressions of each place visited, as well as his action.

The last report *in print*, that for 1908 (fifteenth annual report), states that the inspectors visited 1,913 places. They made 17 recommendations; 11 of these sent children out to secure certificates, 3 related to protecting dangerous machinery, 2 to the cleaning of closets, one of these in an establishment whose sanitary conditions were pronounced excellent, and 1 boy in a small Newport butter-and-egg establishment employing 6 persons was found to be under 14 years of age, and discharged. No prosecutions were made.

The annual report of the factory inspector for 1909 was presented to the legislature this week and ordered printed. *For the first time* (January 5th) the inspector reports prosecutions, stating 4 were made and are now pending in the courts. There was an increase of 607 in the number of children employed in 1909 over that of 1908, but as the number of adult workers also increased, the percentage of children to adults remains the same in the textile industries—5.8 per cent.

In the 1,913 places visited, the inspector reported but one place, a millinery shop employing 5 hands, in a poor sanitary condition. Rhode Island, meantime, with such a clean bill of sanitation, stands ominously near the head of the list of states in its death rate.

The truant officer of Providence, in his report for the year ending 1908, stated 181 persons (mostly parents) were prosecuted for violation of the school attendance law.

Dr. J. K. Towle, in his paper, "Factory Legislation of Rhode Island", published by the American Economic Association in October, 1908, states that such statistics as the inspector publishes in his annual report relating to children under 16 years of age, are probably not of much value. "They are based upon returns made by the employers, and seemingly no attempt is made by the inspectors to ascertain if such returns are accurate. . . . There is no reason why the employer should have his workers classified according to age periods. The employer knows the total number of his employees, and in making out a report card he probably makes a rough guess as to how many are under 16." In order to obtain information as to the administration of the laws, Dr. Towle not only accompanied the inspectors upon their visits to some dozen factories in the larger mill centers, but worked himself as a laborer in Providence and the Blackstone Valley, so as to come in contact with factory workers. He found the greater number of the mill workers of the opinion that the administration of the factory laws was a "farce". The trades unions' officers, without exception, were of this opinion.

The law requires that accidents of a fatal character shall be reported within 48 hours after their occurrence and all accidents which prevent the injured person from returning to work within two weeks shall, by the third week after such accident, be reported in writing. Dr. Towle states in his pamphlet that the inspector admitted he secured knowledge of most accidents that occurred through the newspapers. Those about which they secure information are mentioned in the report. In 1908, 87 accidents were reported. As no prosecutions are made, no records are available.

The annual report of the secretary of the State Board of Education shows clearly the differences between school enrollment and school attendance, as do the reports of the Providence truant officers.

The joint committee, during its last campaign, secured the co-operation of the public press, and the *Providence Journal* especially gave frequent articles on the evils of child labor in the state, both in its news and editorial columns.

The State Federation of Ministers passed resolutions endorsing the action taken by the joint committee in presenting the bill asking amendments to the factory laws. The joint committee is a delegate body, representing a wide constituency. The Barnard Club, a men's club representing the college professors and the high-school teachers throughout the state, sent a delegate to the committee. The Rhode Island Child Labor Committee; the Providence Public School Teachers' Association, the male teachers of the city; the Providence Public Education Association, representing that force in the city desirous of keeping our schools equal to the progressive schools of the country; the Providence Society for Organizing Charity; the Rhode Island Consumers' League; the Local Council of Women and the State Federation of Women were all identified with this joint committee, the chairman of the committee being chairman of the Child Labor Committee of the Federated Clubs. In 1909 the Federated Clubs voted to pay for such printing as its Child Labor Committee deemed necessary in its campaign in behalf of the child labor bill. With this appropriation, 1500 copies of a "simplified statement of the present factory laws" as pertaining to women and children in

Rhode Island, with desired amendments carefully outlined and explained, were circulated with the request that each one receiving a copy would use all available influence to forward the joint committee's efforts. The Rhode Island Consumers' League voted a sum to defray the cost of a special appeal in the form of a personal letter addressed to each senator and placed upon his desk the day the bill came up on the senate calendar. No salaried secretary is employed. The chairman of the joint committee has acted as secretary, and Edward Stockwell, a lawyer of Providence, has given his services for legal advice and assistance.

An informal discussion on the future action of the joint committee showed an agreement among its members to leave the definite formulation of a bill for this year until after the conference of the National Child Labor Committee in Boston. The Rhode Island Consumers' League is planning a public meeting in the interests of child labor.

MRS. CARL BARUS,  
*Chairman.*

JANUARY 10, 1910.

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#### WEST VIRGINIA CHILD LABOR COMMITTEE.

The West Virginia Child Labor Committee was organized December 17, 1908. B. F. Allison, of Wheeling, acted as chairman. The speakers were Owen R. Lovejoy and E. N. Clopper. A bill was immediately formulated to be introduced in the legislature to secure better enforcement of the present fourteen-year age limit. The bill was defeated.

The execution of our child labor law is in the hands of the Commissioner of Labor. Under the mining law the inspector of mines is charged with enforcing the fourteen-year age limit for boys employed in mines.

I. V. Barton, the present Commissioner of Labor, is supposed to visit every factory throughout the state and report any cases of violations of child labor to the prosecuting attorney of such counties. Mr. Barton has issued certificates to the factories, and it is their duty to have parents or guardians sign these, certifying that the child employed is over fourteen. At present one factory alone employs over twenty boys under fourteen, yet the parents or guardians of all these boys have sworn they were fourteen. But little attention is paid to a child's age in our state, yet we have one case on record which should encourage us. On January 7, 1907, a boy thirteen years and nine months old was injured in a coal mine, operated by the Lanark Fuel Company. The boy's leg was amputated. He sued the company and obtained a judgment for \$8,000, and the Supreme Court of Appeals of West Virginia affirmed the verdict. It is our hope that the inauguration of rigid factory inspection, requirement of teachers' certificates as to class standing, and shorter hours of labor will be the ultimate results of the efforts of the West Virginia Committee.

NOLA MCKINNEY,  
*Secretary.*

JANUARY 13, 1910.

## WISCONSIN CHILD LABOR COMMITTEE.

Wisconsin is glad to report that several long steps forward were taken in the improvement of child labor laws by the Wisconsin legislature of 1909.

In our report to the annual conference in Chicago, January, 1909, we called attention to some necessary changes in the Wisconsin law. Almost without exception, although not without sharp opposition, and only at the end of the session, these changes were made and the Wisconsin child labor law strengthened.

The following were the principal points gained:

1. No permit for work can be given unless the child has a written and signed recommendation from his school principal or other school official authorizing his employment within such time or times as the official granting the permit shall fix.
2. The "perishable-goods" clause of 1907 was struck out of the law.
3. The clause of 1907, permitting children under 14 years of age and without restriction to be employed at "outdoor occupations" not dangerous to life or limb (other than farming), was also struck out of the law.
4. The provisions as to theatrical or like work by young children was made much more stringent.
5. The words "at any gainful occupation" were restored to the law, so that children anywhere employed for wages come under the law,—the 1907 act having required a permit for children between fourteen and sixteen years only in case of certain specified trades.

The most wide-reaching of these changes—the educational requirement—has already begun to justify itself, and the factory inspector's office, where a large number of permits are given, is greatly aided by the requirement that a recommendation of principal or other school officer must accompany application for permit. It has long been the wish of Wisconsin students of this problem that we could have the educational test applied by other officers than by those who grant the permit to work, and in this the factory inspector's office heartily joins.

For the first time we have a practical method of compelling children of lawful age, but defective scholarship, to study further before they are granted permit to work. The law is greatly strengthened by the prohibition of night work for children under 16, and by the revocation of the exemption permitting children under 14 to work without restriction in order to save perishable goods and in all outdoor work other than farming.

We were in receipt of many complaints that children were employed at night in canneries and similar factories, and were employed in the winter at heavy work, in the ice-cutting season, both of these being important industries in Wisconsin. The very complete and thorough provisions of the law of 1907 as to employments forbidden children under sixteen years were left untouched, as they are working thoroughly well, and a recent decision of the Supreme Court of Wisconsin upheld the law prohibiting a child under sixteen years from working in any place where liquor is given away or sold, deciding that a beer-garden is such a place.



## STREET TRADES.

As we stated in our report to the conference of 1909, the regulation of street trades and newsboys' work was greatly needed, especially in Milwaukee, the only large city of the state. The legislature of 1909 passed, with the usual opposition, and only after the earnest work which attends every child labor legislation gain, a street trades and newsboys' act for the city of Milwaukee. The general provisions of the law are as follows:

No boy under ten and no girl under sixteen can sell or offer to sell newspapers, magazines or periodicals in any street or public place; and no boy under twelve or girl under sixteen can be employed in street trades or distributing handbills or offering merchandise for sale. Boys under fourteen years of age, before entering upon the sale or delivery of newspapers or any work in street trades, must comply with all legal school requirements and have a permit and badge issued by the state factory inspector or a judge. Neither permit nor badge can be issued until application for them has been received in writing from the parent or guardian of the child and until a certificate has been received from the principal of the school which the child is attending, showing his grade and standing in school. Before a permit is issued, the officer must be satisfied that the child is mentally and physically able to work at street trades in addition to his studies. The stringent provision of the child labor law of Wisconsin requiring proof of a child's age applies in every particular to the issuance of newsboys' or street-trade permits.

The permit must state the name and age of the child, and must describe him by distinguishing facial marks and height and weight. The badge must be worn conspicuously. All permits and badges expire yearly on January 1st, and the color of the badge is changed annually. The hours of selling papers or working at street trades are limited to the time when schools are not in session, and by "late and early" restrictions. For the first offense against the law the badge and permit are taken away, and for the second the child is brought before the Juvenile Court, but no fine is provided. Boys are forbidden to loiter or remain around any newspaper office between the hours of 9 A. M. and 3 P. M.

The principal street trades in which children are engaged in Milwaukee are as newsboys, bootblacks, in distribution of handbills and the selling of small articles of merchandise. Practically all children engaged in street trades are enrolled in some school, but the Truancy Department and Juvenile Court officials are constantly occupied in enforcing the provision that these street trades shall not be carried on during school hours. The law has been in operation only a short time.

The factory inspector's office in Milwaukee estimates that there are 3,500 children in the city affected by the provisions of the street trades and newsboy law. Thus far the law has been well received, and its results are already satisfactory. We hope to make a more detailed report upon its working to the conference of 1911.

## ENFORCEMENT

On the general child labor situation there are some interesting things to be said.

First, the factory inspector's office in Milwaukee has for about a year required a note or statement from the prospective employer of every child to the effect that should the child be able to obtain permit to work, the employer would give it a position. We are informed that this has resulted in preventing a great deal of shifting of child labor from one place to another, and the requirement meets the approval of all leading employers of children.

There is also an earnest following up of permits issued to children who have left the place of employment for which they obtained a permit. The value of such investigations as these and of a special investigation now being conducted as to the families and home surroundings of children working under permits can hardly be over-estimated. The fifty-five-hours-a-week clause in the law remains unchanged. It is working well, and is steadily reducing the number of children employed between the ages of fourteen and sixteen. In spite of the rapid growth of the state, child labor is being lessened and employers are in greater numbers recognizing the fact that the labor of children between fourteen and sixteen is wrong on humanitarian grounds, and in a great number of cases not profitable to the employer. The number of permits issued in the year beginning July 1, 1908, in Milwaukee County is about 4,200—2,250 to boys and 1,950 to girls. The number issued outside the city is much less, probably not exceeding 2,000. In the city of Milwaukee permits are issued wholly through the factory inspector's office. In various counties the county judges issue a large number of the permits, but they are co-operating with the factory inspectors and are following up closely the methods under which permits are issued, with the result that the county judges are more careful and are following a more uniform system in issuing permits.

There have been fewer prosecutions for the illegal employment of children during the year 1909 than for any previous year, because the law is being far better obeyed.

Again we record our indebtedness to the Juvenile Court and the Truancy Department of the school board of Milwaukee for efficient aid in enforcing the child labor law. The remarkable increase of study of child life and its attendant problems on the part of citizens of the state is helping constantly in law enforcement, and is preparing the public mind for stricter regulation in the future of the work of children under sixteen years. The factory inspector's force consists of a chief inspector and eleven assistants, and can point to a record of unselfish and splendid work. Wisconsin needs a stronger child labor committee and visits more frequently from national secretaries.

EDWARD W. FROST,  
*Chairman.*

JANUARY, 1910.

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## THE SOUTHERN STATES.

### VIRGINIA

Virginia has just reached the fourteen-year-age limit this year, according to the law passed by the last legislature. I have had one meeting with the

Richmond members of the Virginia Child Labor Committee, but plans have not yet been formulated for the present legislative session. The Commissioner of Labor is asking for increased appropriations and for more factory inspectors to enforce the child labor law.

#### SOUTH CAROLINA

The South Carolina Legislature, in its last session, passed a factory inspection bill, but, unfortunately, the law limiting the hours to ten a day or sixty a week was changed so that while the sixty-hour week is retained, children are permitted to work eleven hours a day. A South Carolina Child Labor Committee has just been formed, and is now conferring with a committee from the Manufacturers' Association, with the hope of agreeing upon some improvements to the present South Carolina law.

#### GEORGIA

In Georgia the State Child Labor Committee is behind the child labor and factory inspection bills, which have been introduced and will be pressed at the second legislative term this summer.

#### FLORIDA

In Florida the effort to raise the age limit to fourteen failed, though the bill passed the House. The Senate was favorable to the passage of the bill, but it was introduced too late in the session to be reached on the calendar.

#### ALABAMA

At the extra session of the Alabama legislature the child labor law of the regular session was re-enacted, there having arisen some question as to its passage in constitutional form. The Alabama Child Labor Committee was alert to see that no changes were made in the law as it was finally placed upon the statute books.

#### MISSISSIPPI

I have had some correspondence with the members of the Mississippi Child Labor Committee, but have not yet learned what their plans are for the amendment of the present law at the meeting of the legislature this winter.

#### TENNESSEE

In Tennessee the State Child Labor Committee endorsed a factory inspection bill, giving police power to the state factory inspector. A compulsory education bill, also endorsed by the state committee, was passed, applying to eighteen counties of the state.

## ARKANSAS

A compulsory education bill was passed by the legislature of Arkansas, applying to thirty counties.

## OKLAHOMA

In Oklahoma the child labor bill which had been vetoed by the governor in the preceding legislature was enacted, with some improvements, and this time was signed and became law. The people of Oklahoma are to be congratulated on beginning their industrial history as a state with advanced legislation for the protection of children.

## TEXAS

In Texas a Bureau of Labor was established, with a department of factory inspection, which has been quite active in investigating conditions and enforcing the law.

*January 10, 1910.*

A. J. McKELWAY,  
*Secretary for Southern States.*